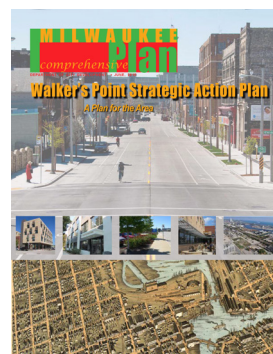


2 THE PLANNING PROCESS

Comprehensive Planning Context

In 2010, the City of Milwaukee completed a decade-long comprehensive planning process that resulted in the completion of the 13 Area Plans and the Citywide Policy Plan that collectively make up the City of Milwaukee Comprehensive Plan. The plans were developed under the State of Wisconsin's Comprehensive Planning Law (Wis. Stats 66.1001) that requires all municipalities to complete comprehensive plans to guide their future development. The State and the City have adopted frameworks for developing comprehensive plans and procedures for adopting the plan that ensure meaningful public participation throughout the process. State law requires that all actions taken by a City relating to zoning, subdivision regulations, and official mapping be consistent with the recommendations of the comprehensive plan, making the plan a critical document in guiding the growth of city neighborhoods. By adopting the Harbor District Water and Land Use Plan, the Common Council of the City of Milwaukee will direct all city departments to work towards the implementation of the recommendations of the plan, providing the city and its partners a framework for their ongoing efforts in the District that extends well beyond zoning and mapping.

The 2010 completion of the Area Planning process marked the first time in Milwaukee's history that it had a comprehensive plan covering all of its 96.1 square miles. Portions of the Harbor District were included in the Southeast Side Area Plan and Near South Side Area Plan boundaries. In the years since the adoption of the Comprehensive Plan, planning efforts have continued in the City to update and amend the various area plans in response to market trends, major investments, and opportunities. This has included the creation of neighborhood action plans, such as the 2015 Walker's Point Strategic Action Plan that covered a portion of the Harbor District, as well as plans dealing with specific policy areas, including ReFresh Milwaukee, the City's 2013 sustainability plan.



Purpose of the Harbor District Water and Land Use Plan

Both ReFresh Milwaukee and the Walker's Point Strategic Action Plan noted the critical importance of the Harbor District to Milwaukee's economic and environmental future. ReFresh Milwaukee identified the revitalization of the Harbor District as one of two catalytic projects that were vital to ensure the success of the plan and Milwaukee's long term environmental sustainability. The Walker's Point Strategic Action Plan also noted the unique position of the Harbor District within the Milwaukee region and the importance of additional planning for the area.

Spurred by these past planning recommendations and the formation of Harbor District Inc. (HDI), the City of Milwaukee and HDI embarked on a process to develop a new comprehensive area plan specifically for the Harbor District. Upon adoption of the Water and Land Use Plan, the Harbor District will become Milwaukee's 14th Area Plan area, and the first new plan area created since the adoption of the Comprehensive Plan in 2010.

The Water and Land Use Plan was created to provide a framework for the future development of the Harbor District. Overall goals in creating the City of Milwaukee's Comprehensive Area Plans, including the Water and Land Use Plan, are to:

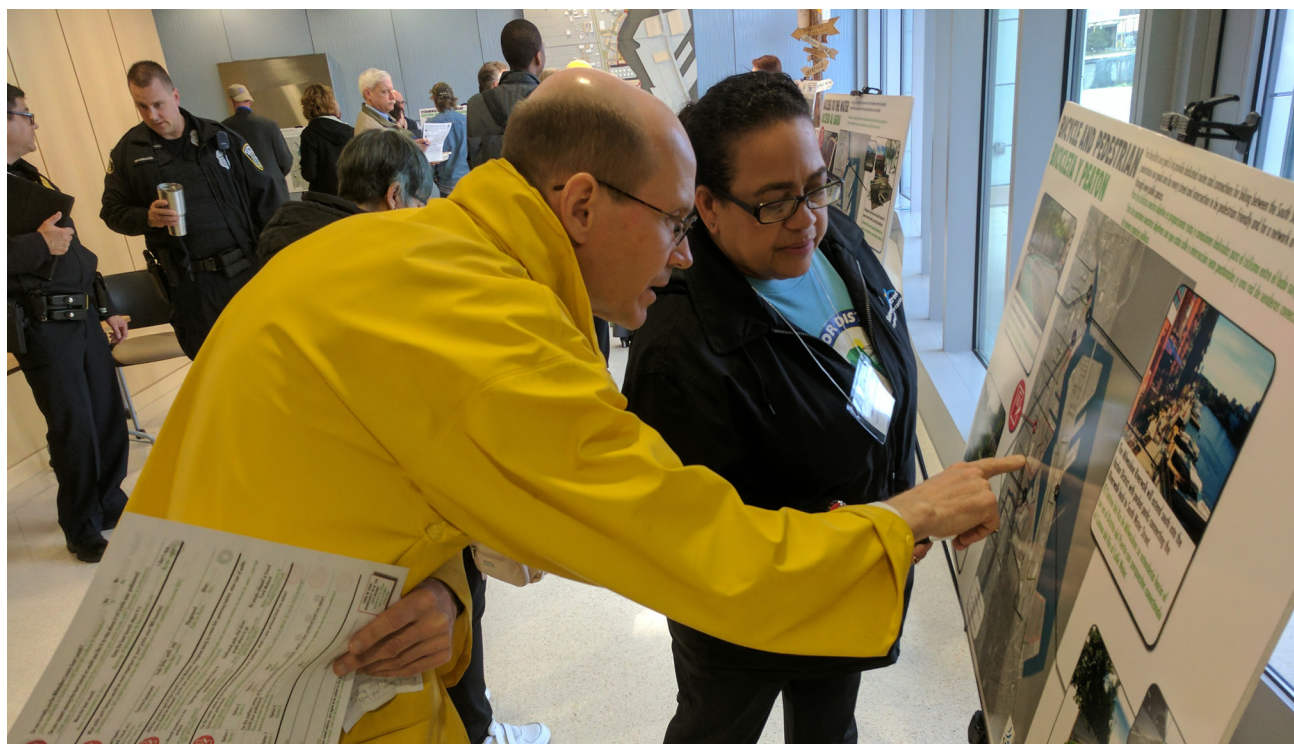
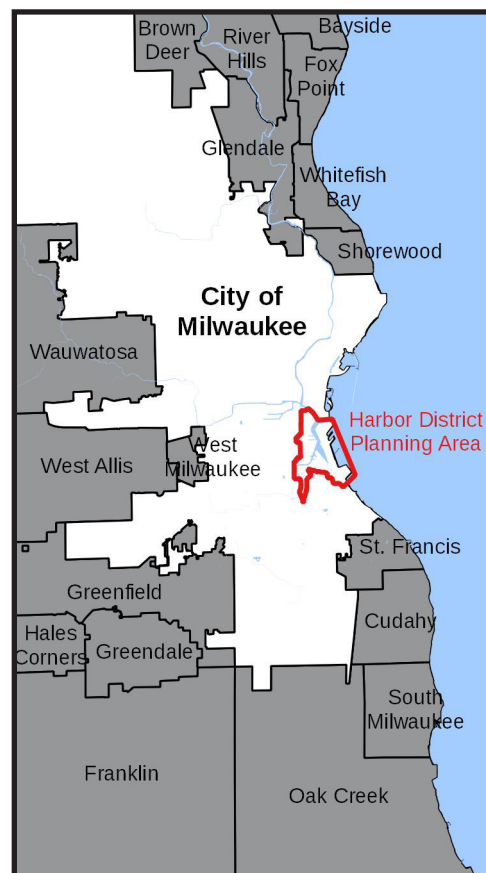
- Build upon the strengths of neighborhoods within the plan area;
- Provide a predictable regulatory process;
- Optimize the long-term value of public and private investments; and,
- Generate consensus among businesses, residents, property owners, and community based organizations about the future development of their area.

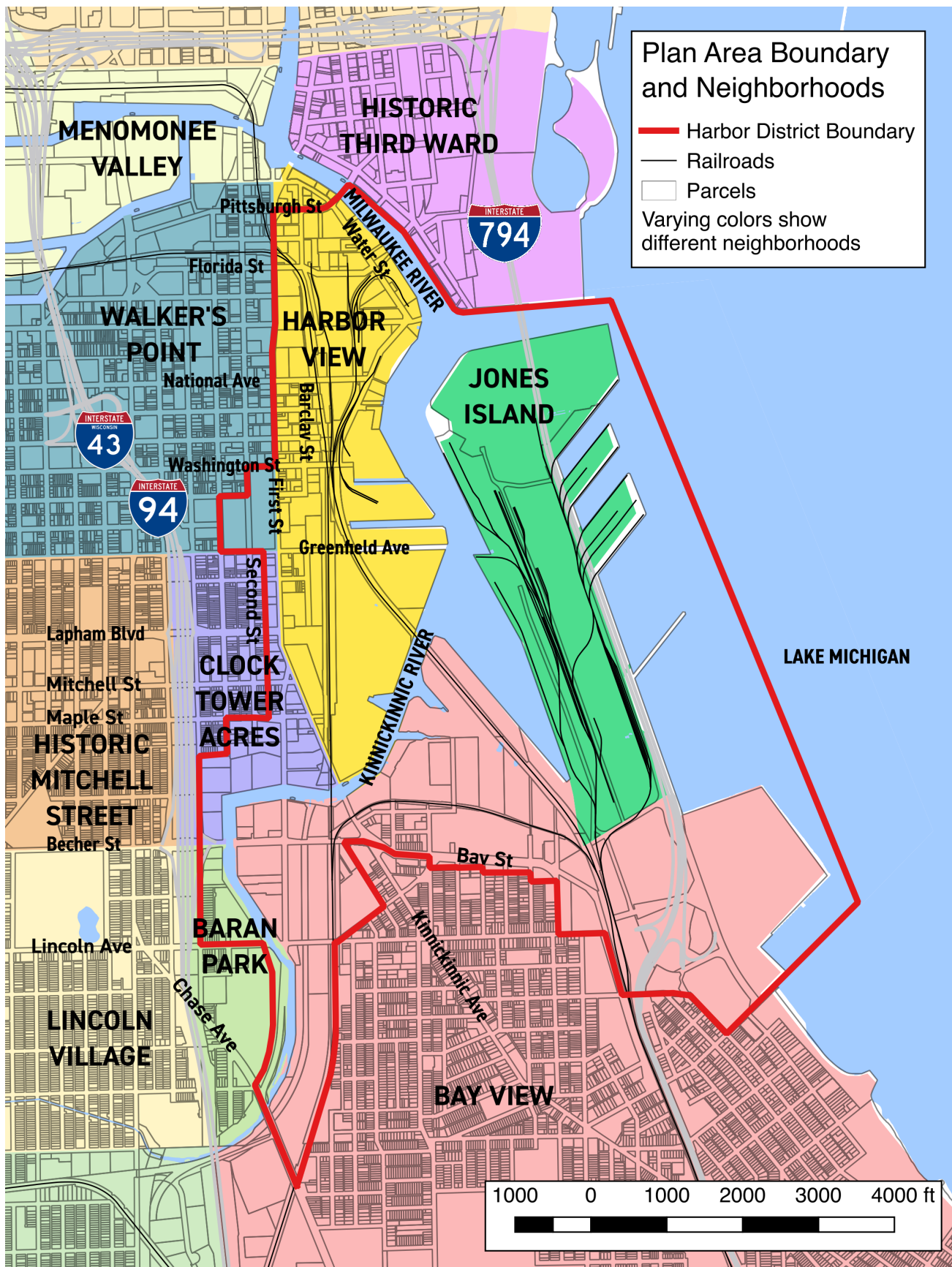
To achieve these goals, the plan incorporates significant public input and engagement to craft recommendations for enhancing the existing fabric of the area and responding to the specific issues faced by the Harbor District today. This includes offering detailed land use recommendations, strategies for the various subareas that make up the Harbor District, and identifying catalytic projects that will advance the vision for the District and attract new investment to achieve plan goals.



Planning Area Boundaries

The Harbor District Plan Area is generally bounded to the north by the Milwaukee River and Pittsburgh Avenue, to the west by S. 1st Street, Interstate 43/94 and the Kinnickinnic River, to the south by Chase Avenue, Ward, Bay, Conway and Russell Streets; and to the east by Lake Michigan. The district includes the entirety of Port Milwaukee. A detailed map of the Plan Area is on page 38. In areas where the plan boundary runs down the middle of a street, recommendations within the plan for that street or corridor are applicable to both sides of the street. The area that makes up the Harbor District was previously included within the Near South Side and Southeast Side Area Plans. While those plans and their recommendations remain in force, upon adoption of the Harbor District Plan, the formal boundaries of the Near South Side and Southeast Side Area Plans will be amended to remove the Harbor District Plan Area and the Harbor District Water and Land Use Plan will become the comprehensive plan for the area.





Planning Process and Structure

The Harbor District Water and Land Use Plan was built on the foundation laid by past planning efforts and refined by significant public engagement during the roughly three year process of developing the Plan. The timeline and various phases that were utilized to develop the plan are summarized in the “Planning Process Timeline” chart on pages 40 and 41. Prior to initiating the planning process, the City of Milwaukee entered into formal cooperation agreements with Harbor District Inc. to manage the development of this plan and Sixteenth Street Community Health Center to lead public engagement efforts. The leadership of Harbor District Inc. in developing this plan has ensured that the plan articulates a vision for the area that responds to the goals of its diverse stakeholders and HDI will remain instrumental in the ongoing implementation of the plan recommendations.

Public Engagement

Sixteenth Street Community Health Center’s efforts resulted in a robust public engagement process that employed a wide array of strategies designed to allow for meaningful participation from residents and businesses in and near the Harbor District. Extensive one-on-one interviews, district tours, public meetings, surveys, social media outreach, and other strategies were all utilized to inform the public about planning efforts in the Harbor District and to get neighbors engaged in shaping the vision for this area. More than 2,000 individuals participated in the process and provided input on the plan. A summary of the key themes that emerged from the public engagement process and how they shaped plan recommendations can be found in chapter 3: Opportunities for the Future.

Contract Management Team

Throughout each phase of the project, planning and public engagement activities were coordinated by a Contract Management Team (CMT) responsible for overseeing the technical aspects of the planning process. The CMT members include those organizations most directly responsible for both the development and implementation of plan recommendations. Representatives of the Department of City Development, the Redevelopment Authority of the City of Milwaukee, Port Milwaukee, University of Wisconsin-Milwaukee, Harbor District Inc., and Sixteenth Street Community Health Center made up the CMT and met regularly throughout the planning process to craft public engagement strategies, review information received during the planning process and guide plan development.

The CMT also guided the work of the consultant team that was selected to work on the project that included AECOM (market analysis and existing conditions), Gensler (land use and future development), SEH (infrastructure and stormwater), and Big Lake Data (economic analysis).

Plan Advisory Group

To best utilize the expertise of key community stakeholders in the Harbor District and those that have a deep commitment to its future, a Plan Advisory Group was also assembled to guide the planning process. This forty-one member group met six times throughout the planning process to review the progress of the plan at major milestones, establish goals for the plan, and refine plan recommendations. Members also assisted in disseminating information about the plan within their own organizations and acting as general ambassadors in telling the story of what can be accomplished in the Harbor District.

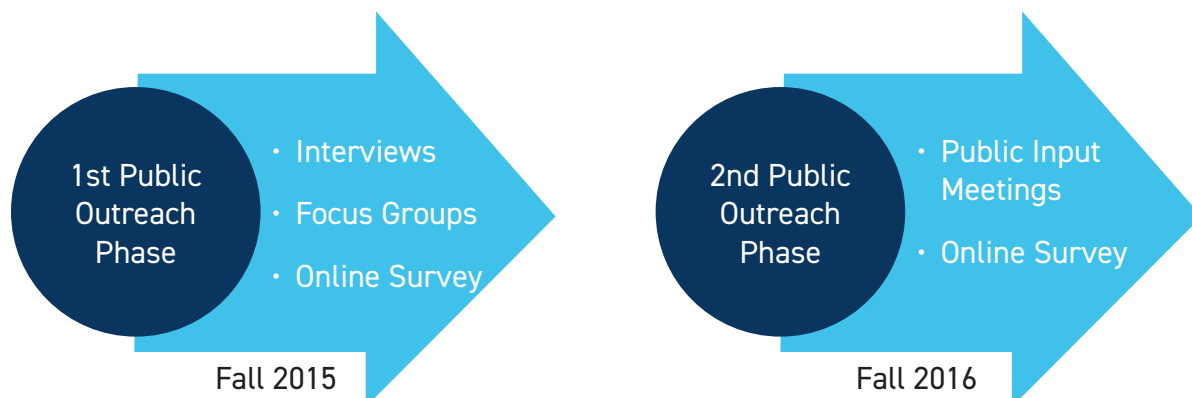
Prior Plan Review

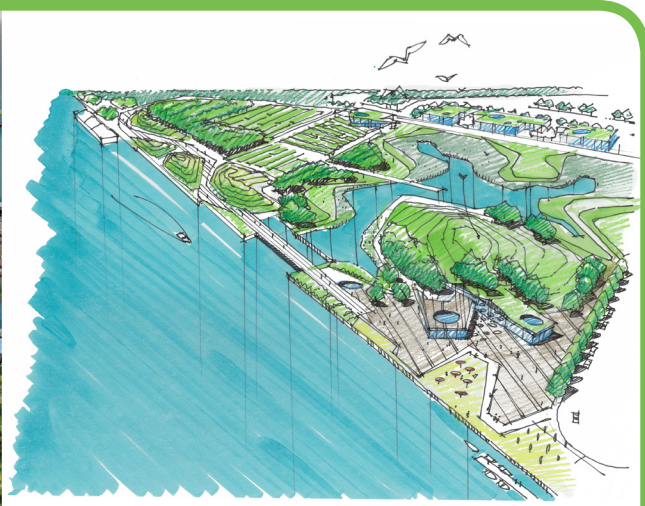
The area comprising Milwaukee's Harbor District has been frequently studied and included in numerous local land use plans over the years. In order to inform the development of the Water and Land Use Plan's major objectives, those plans' recommendations that pertained to the district were reviewed and cross-referenced for commonalities and agreements among the many stakeholders. Other documents, including market studies for the Menomonee Valley and 30th Street Corridor, were reviewed for insights into local industrial development and workforce trends. Through this process, several major ideas emerged which are described in chapter 3: Opportunities for the Future.

Market Study

A market analysis was conducted in the initial phases of the planning process. The market analysis examined current industrial and port operations within the Harbor District, identified regional growth sectors, and cited applicable lessons from comparable waterfront redevelopment efforts to provide a framework for developing recommendations that best position the Harbor District to capitalize on opportunities to advance regional economic development goals. A summary of the key findings of the Market Analysis can be found in chapter 3: Opportunities for the Future, and the entire Analysis is included in the appendix.

Planning Process Timeline (continued on page 31)





Waterfront Innovations Design Charrette

In October 2015, as the Water and Land Use Planning process was just getting underway, Harbor District, Inc. and the City of Milwaukee hosted a design charrette focused on generating ideas about maximizing the use of the water's edge. Four teams were selected to participate and challenged to think about how a waterfront long dedicated to heavy industrial use could accommodate additional uses such as public access, restored natural habitat, or mixed-use urban development alongside port activities.

Over two days the teams developed ideas and drawings, many of which can be found in this plan, that focused on modifying the water's edge, incorporating public space and access, restored the ecology of the harbor, and provided space for a mix of uses including the Port and surrounding industry. Details on the ideas developed during the charrette can be found in the appendix.

Planning Process Timeline (continued from page 30)

